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REQUEST FOR EXTENSION OF, AND ADDITIONAL RESOURCES FOR, THE UNFPA COUNTRY PROGRAMME FOR MALI

Report of the Executive Director

I. BACKGROUND

1. UNFPA requests that the funding approval authority for the comprehensive population programme for Mali be increased by $2.55 million to permit the extension of the currently authorized UNFPA programming cycle (1993-1996) for one more year in order to harmonize its programme with those of other United Nations agencies (UNDP and UNICEF) and with the planning cycle of the Government of Mali. The programme would therefore total $7.75 million for 1993-1997 instead of the $5.2 million already allocated for 1993-1996. This increase of $2.55 million will allow for the implementation of new activities not previously foreseen and that are now scheduled to take place in 1997.

2. In June 1993, the Governing Council approved the third UNFPA country programme for Mali in the amount of $5.2 million for the four-year period 1993-1996. This approved assistance of $5.2 million has been entirely allocated under regular resources. Since no multi-bilateral funds

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were obtained during the first half of the country programme cycle, all activities have been charged to regular resources.

3. This request is presented according to the programme areas in use when the programme was first approved in 1993. In order to clarify the proposed additional allocation, activities have necessarily been classed according to the previous programme. The proposed activities for 1995, 1996 and 1997 do, however, take into consideration the Programme of Action of the International Conference on Population and Development (ICPD), and this will be reflected in the next proposed comprehensive country programme.

4. The increased funding authority is essential in order to: (a) continue to promote the implementation of the National Population Policy; (b) conduct necessary demographic surveys as well as the third population census (1997); (c) develop population information, education and communication (IEC) and gender, population and development (GPD) programmes.

5. This request is in accordance with the country programme mid-term review that was held in Bamako, Mali, on 16 February 1995. The review found that the country programme was well designed and that the overall and sectoral objectives and strategy are still relevant to the country context and to the ICPD Programme of Action. It did caution, however, that some of the objectives might not be met by the end of the current programme cycle mainly because of:

(a) Political difficulties during the first several years of the programme that impeded implementation of certain aspects of the programme and the absence until 1993 of a Commission for the Promotion of Women;

(b) Limited national capacity and capability to coordinate, manage and monitor the population programme and to implement project activities;

(c) The shortage and high turnover of national professional counterparts.

The mid-term review concluded that these shortcomings could be addressed and that significant progress could be made by the end of 1997 if additional funding were forthcoming.

II. STATUS OF PROGRAMME IMPLEMENTATION

6. Based on the priorities identified at the time that the National Population Policy was adopted in 1991 and on the findings and recommendations of the Programme Review and Strategy Development (PRSD) mission in 1992, the current UNFPA programme identified five sectors for support. Of these, major activities have been implemented in only three: maternal and child health

and family planning (MCH/FP); IEC; and policy formulation and development. The bulk of country programme resources (84 per cent) has been allocated to these three sectors because of pressing sectoral and project needs.

7. On the basis of the review of sectoral needs during the mid-term review and the extension for one more year of the current UNFPA programme cycle, it was determined that IEC, population policy and development, GPD, data collection and the programme reserve will require additional funding in 1997 (see attached table) to extend ongoing project activities as well as to implement new ones unforeseen at the time the current programme was adopted.

Maternal and child health and family planning

8. In accordance with the ICPD Programme of Action, steps have been initiated to reorient the MCH/FP programme, conceptually and substantively, into a reproductive health programme dealing with counseling and service delivery for family planning, prevention of sexually transmitted diseases (STDs), promotion of sexual health, and discouragement of harmful traditional practices. To date, project achievements in the four regions assisted by UNFPA include provision of medical equipment and vehicles; training of health personnel; supplies of family planning-related medicines and modern contraceptive methods; reorganization of health centres with the integration of family planning into MCH centres; renovation of clinics; the conduct of research studies on traditional methods in family planning; and elaboration of annual regional health work plans.

9. All of the funds originally approved for 1993-1996 under the MCH/FP sector are needed to:

(a) Expand existing health activities through 1997 and to strengthen the current MCH/FP programme implemented by the Ministry of Health through the implementation of a knowledge, attitudes and practice (KAP) survey; the recruitment of additional human resources at the district level; and the extension of community-based distribution of contraceptives at the district and village levels;

(b) Strengthen the Association to Support Development of Population Activities (ASDAP), a non-governmental organization (NGO) that is involved in rural areas in training health personnel, implementing IEC and family planning activities, and providing contraceptives and vocational training programmes at the village level;

(c) Develop new reproductive health activities for adolescents at the central level and in two regions already assisted by UNFPA through the creation of three social centres on a pilot

basis. Under the assistance of the Malian Association for the Protection and the Promotion of the Family (AMPPF), these centres will provide family planning services and counseling for adolescents, notably for the prevention of early and unwanted pregnancies, and of STDs/AIDS as well as on the use of available contraceptive methods. All of the above activities can be achieved with no increase in the funding currently approved for this sector.

Information, education and communication

10. In the IEC sector, the main sectoral objectives focusing on the introduction of family life and population education into the formal and informal education systems have been achieved. Despite the existence of a national IEC strategy for the implementation of the National Population Policy, one of the weaknesses has been the lack of activities aimed at developing sectoral IEC strategies, which has limited the impact of family planning activities, and in the uncoordinated way in which IEC activities have been conducted.

11. An increased funding authority of $1.3 million is essential for the extension of ongoing IEC projects and for the formulation of new ones. With regard to ongoing projects, the population and family life education in-school project, being carried out on an experimental basis until 1996, requires additional financial resources in 1997 in order to achieve nationwide coverage. Moreover, to integrate IEC components into all sectoral activities, an umbrella IEC project, regarded as key to the success of the entire IEC sector, will support the activities in other sectoral projects, especially in training, research, formulation of sectoral strategies, production of teaching materials and organization of multimedia campaigns. Additional funds will be needed to extend project activities through 1997.

12. The extension of the activities designed to encourage family life education and training in cooperative organization will involve more women's cooperatives and therefore will require additional funding as well a new project to strengthen the IEC capacity at the AMPPF in two regional offices (Gao and Tombouctou) and to develop other AMPPF services at both the regional and national levels.

Data collection and analysis

13. In the area of data collection and analysis, few of the sectoral objectives have been achieved due to the Government's delay in submitting projects for UNFPA funding. However, the sectoral objectives are still consistent with national priorities. The main achievement has been conducting a survey on migration and urbanization. During the remainder of the programme, the main focus will be on: (a) the conduct of the third population census (1997), including helping the

Government to find donor funding for the census; (b) the analysis of the survey on migration and urbanization; and (c) support to improve the vital registration system.

14. Remaining funds approved but not yet committed for 1993-1996 in the area of data collection and analysis will be utilized to formulate a new project supporting the use and analysis of vital statistics as well as the reactivation on a pilot basis of the existing civil registration system in some selected centres through the printing of registers, the supervision of ongoing activities and the improvement of the recording and reporting system. An increased funding authority of $550,000 is needed to support both the preparatory activities and actual conduct of the third population census as well as the analysis of the survey on migration and urbanization.

Population policy formulation

15. Programme objectives relating to the implementation of the National Population Policy have, in general, been achieved. Activities undertaken in implementing the policy include the development of the national IEC strategy; the creation of coordinating structures; the sensitization of journalists and parliamentarians to population issues; and the elaboration of a work plan for 1995 to 2020 and for the first priority investment programme in population (1995-1999). Emphasis will now be placed on developing models for the integration of population policies and programmes into socio-economic development strategies; the organization of a donor round-table meeting on the population programme; the sensitization of the country's leaders and the general population to the National Population Policy; and the implementation of the policy through strengthening the Government's human resources at the regional and district levels.

16. An increased funding authority of $100,000 is necessary to support policy-related activities through 1997 in order to strengthen the National Council for the Coordination of Population Programmes (CONACOPP) at the national, regional and district levels. The extension of the programme through 1997 will allow activities such as sensitization and capacity building to be undertaken at both the regional and district levels.

Women, population and development

17. The sectoral objectives of the current country programme relating to women, population and development remain consistent with those of the Government. However, projects and activities have not been developed due to the absence until recently of a Government partner. The Commission for the Promotion of Women was established only in 1993 and is still weak.

18. An increased funding authority of $250,000 is needed to strengthen the implementation of two projects in the area of women, population and development through 1997. The first would

provide support for the Commission for the Promotion of Women through training in the management and implementation of programmes and projects and in IEC; for the elaboration, adoption and implementation of an integrated national policy on the promotion of women; and for sensitization activities on gender issues and social welfare targeting the public as well as women's NGOs and community leaders. The second project would provide support for strengthening the Women's Cooperative for Education, Family Health and Hygiene (COFESFA) through the extension of activities in 1997 to an additional area of Bamako.

Programme reserve

19. Increased funding authority of $350,000 is also requested for the programme reserve. This increase is in line with the publication of new UNFPA guidelines on decentralization dated 3 December 1993 allowing the approval of $100,000 a year by the UNFPA Country Director for umbrella project activities.

Financial summary

20. As indicated in paragraph 1, UNFPA proposes to provide assistance to the Government of Mali and to increase the funding approval authority for its comprehensive population programme by $2.55 million from UNFPA's regular resources for a period of one year. The following table shows how that amount would be accommodated by programme area.

	RESOURCE DISTRIBUTION as approved by the Governing Council 1993			PROPOSED INCREASED FUNDING APPROVAL AUTHORITY		TOTAL
SECTOR	UNFPA Regular Resources	UNFPA &/or Other Resources	TOTAL	UNFPA Regular Resources	Other Resources	
Maternal & child health and family planning	$1,600,000	$ 700,000	$2,300,000	-	-	$2,300,000
Information, education, and communication	1,000,000	400,000	1,400,000	$1,300,000	-	2,700,000
Data collection and analysis	100,000	200,000	300,000	550,000	-	850,000
Population policy formulation	150,000	500,000	650,000	100,000	-	750,000
Women, population & development	150,000	200,000	350,000	250,000	-	600,000
Programme reserve	200,000	-	200,000	350,000	-	550,000
TOTAL	**$3,200,000**	**$2,000,000**	**$5,200,000**	**$2,550,000**	-	**$7,750,000**

III. RECOMMENDATION

21. The Executive Director recommends that the Executive Board approve the extension of the Mali country programme through 1997 and that it approve an additional $2.55 million to cover the extension period as detailed in the attached table. It is further recommended that authority be granted to provide the entire $7.75 million from regular resources since multi-bilateral funds have not been forthcoming, and there is no immediate prospect of their doing so before the end of the programme. Finally, it is recommended that the Executive Board authorize the Executive Director to make the necessary arrangements for management, funding and execution of the remainder of the programme.